

## Message Text

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ORIGIN HA-05

INFO OCT-01 EUR-12 EA-12 NEA-10 IO-14 ISO-00 VO-03  
INSE-00 CA-01 JUSE-00 /058 R

DRAFTED BY HA:JBROH-KAHN:BA  
APPROVED BY HA:SCLOWMAN  
EA/RA:FBENNETT  
HA/ORM:HBCUSHING  
CA/VO:SPATTERSON  
INS/CO:TBROBSON

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O P 141606Z PEB 78  
FM SECSTATE WASHDC  
TO AMEMBASSY BANGKOK IMMEDIATE  
AMEMBASSY KUALA LUMPUR IMMEDIATE  
AMCONSUL HONG KONG IMMEDIATE  
AMEMBASSY JAKARTA IMMEDIATE  
AMEMBASSY SINGAPORE IMMEDIATE  
AMEMBASSY MANILA IMMEDIATE  
USMISSION GENEVA IMMEDIATE  
AMEMBASSY TOKYO IMMEDIATE  
AMEMBASSY TAIPEI IMMEDIATE  
AMCONSUL MADRAS IMMEDIATE  
INFO AMCONSUL FUKUOKA PRIORITY  
AMCONSUL OSAKA KOBE PRIORITY  
AMCONSUL NAHA PRIORITY  
AMEMBASSY CANBERRA PRIORITY  
AMEMBASSY OTTAWA PRIORITY  
AMEMBASSY WELLINGTON PRIORITY  
AMEMBASSY PARIS PRIORITY  
AMEMBASSY NEW DELHI PRIORITY

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DEPT AND INS/CO SEND HONG KONG FOR INS DIDIR FELDMAN

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E.O. 11652: N/A

TAGS: SREF

SUBJECT: IMPLEMENTATION OF INDOCHINESE PAROLE PROGRAM 1978

REF: STATE 20854

1. SUMMARY. ATTORNEY GENERAL JAN 25 APPROVED PAROLE PRO-  
GRAM FOR 7,000 ADDITIONAL INDOCHINESE BOAT REFUGEES

(IPP-78). FOLLOWING ARE POLICY AND PROCEDURES FOR IMPLEMENTATION OF PROGRAM. END SUMMARY.

2. POST REPORTS IDENTIFY OVER 5,000 BOAT REFUGEES CURRENTLY WITHOUT RESETTLEMENT NUMBERS IN COUNTRIES OF FIRST ASYLUM IN SOUTHEAST ASIA, AS WELL AS CONTINUING ESCAPE RATE OF BOAT REFUGEES OF ABOUT 1,500 PER MONTH. ASSISTANT SECRETARY DERIAN IN JAN 24 TESTIMONY BEFORE HOUSE SUBCOMMITTEE ON IMMIGRATION ESTIMATED THAT 7,000 U.S. NUMBERS, ALONG WITH CONTINUING RESETTLEMENT TO THIRD COUNTRIES AT A SUBSTANTIAL LEVEL, WOULD BE ADEQUATE TO DEAL WITH BOAT REFUGEE PROBLEM FOR ABOUT THREE MONTHS. WE HOPE THIS WILL GIVE US TIME TO GET CONGRESSIONAL APPROVAL FOR A LONG-TERM INDOCHINESE REFUGEE PROGRAM.

3. AMONG THIRD COUNTRIES, CANADA HAS ESTABLISHED PROGRAM TO TAKE 50 BOAT FAMILIES PER MONTH, AND AUSTRALIA WILL TAKE 250 BOAT PERSONS MONTHLY THROUGH JUNE, PLUS ANOTHER 1,500 THROUGH END OF FEBRUARY. WE PRESUME FRANCH WILL CONTINUE TAKING AT LEAST 50 BOAT PERSONS OUT OF 1,000 INDOCHINESE ACCEPTED MONTHLY, AND HOPE THEY WILL INCREASE THAT NUMBER. OTHER COUNTRIES MAY ALSO TAKE SOME.  
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4. CONGRESSIONAL CONCERN REGARDING IPP-78 AND PREVIOUS INDOCHINESE REFUGEE PROGRAMS FOCUSED IN LARGE PART ON CONTRIBUTIONS OF THIRD COUNTRIES TO RESETTLEMENT. MOREOVER, LIMITATION OF 7,000 U.S. NUMBERS REQUIRES THAT OTHERS DO THEIR PART TO TAKE BOAT REFUGEES OUT OF COUNTRIES OF FIRST ASYLUM IN ORDER TO PRECLUDE BUILDUP WHICH MIGHT LEAD THOSE COUNTRIES AGAIN TO SEND REFUGEE BOATS BACK TO SEA.

5. WE HAVE INFORMED CONGRESS THAT U.S. POLICY UNDER IPP-78 WILL BE NOT TO ACCEPT BOAT REFUGEES OFFERED RESETTLEMENT ELSEWHERE UNLESS THEY ARE A CLOSE RELATIVE OF SOMEONE IN U.S. CLOSE RELATIVE IS DEFINED AS SPOUSE, PARENT, GRANDPARENT, SON OR DAUGHTER, UNMARRIED SIBLING, AND UNMARRIED GRANDCHILD. WE HAVE FURTHER EXPLAINED TO CONGRESS THAT WE WILL TAKE ANY BOAT REFUGEES WITHIN 7,000 LIMITATION NOT INADMISSIBLE UNDER INA WHO HAVE NOT BEEN OFFERED RESETTLEMENT ELSEWHERE.

6. TO CARRY OUT THIS POLICY, WE MUST DO OUR BEST TO ENSURE THAT BOAT REFUGEES, EXCEPT FOR THOSE WITH CLOSE RELATIVES IN U.S., ACCEPT ANY OFFER FOR RESETTLEMENT IN A THIRD COUNTRY AND THAT THIRD COUNTRIES ACCEPT AS MANY AS POSSIBLE BEFORE WE TAKE THOSE WHO ARE LEFT.

7. REFUGEES, OTHER THAN THOSE WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S., WILL THEREFORE NOT BE CONSIDERED FOR IPP-78 UNLESS THEY ARE WILLING TO ACCEPT RESETTLEMENT IN

ANY THIRD COUNTRY BUT HAVE NOT BEEN ACCEPTED.

8. WE MUST MOVE RAPIDLY, HOWEVER, IN CONJUNCTION WITH UNHCR AND THIRD COUNTRIES, TO RESOLVE URGENT PROBLEM OF BACKLOG OF BOAT CASES. THEREFORE, FOR ALL REFUGEES REGISTERED WITH UNHCR REPS BEFORE FEB 1, 1978, IN ANY COUNTRY OF FIRST ASYLUM, IPP-78 PROCESSING SHOULD BEGIN ASAP WITH DOCUMENTATION, INTERVIEWS, SPONSOR SEARCH, AND VERIFICATION.  
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IN DOING SO, HOWEVER, WE SHOULD NOT PREEMPT CONSIDERATION BY THIRD COUNTRIES OF REFUGEES ALREADY ON THE BEACH AND SHOULD, IN FACT, STRONGLY SUPPORT UNHCR AND THIRD COUNTRY EFFORTS TO THIS END. MOREOVER, ACTUAL MOVEMENT OF REFUGEES UNDER IPP-78 SHOULD NOT BEGIN UNTIL POSTS RECEIVE FURTHER INSTRUCTIONS FROM DEPT. WE EXPECT TO OBTAIN FUNDS AND AMEND CONTRACTS SHORTLY, AND WILL NOTIFY YOU AS SOON AS WE DO SO THAT MOVEMENT CAN BEGIN.

9. IN MALAYSIA, AN INS OFFICER IS ALREADY ON THE SCENE, AND A SECOND WILL BE ASSIGNED IF REQUESTED. IN THAILAND, INS OFFICERS NOW SCREENING INLAND CAMPS MAY BE DIVERTED TO BOAT CAMPS AS DEEMED NECESSARY. IF REQUESTED BY REF COORDINATOR BARNES AND INS DIDIR FELDMAN, AN ADDITIONAL INS OFFICER WILL BE SENT TDY TO THAILAND.

10. IN THE PHILIPPINES, TOKYO, AND HONG KONG INS OFFICERS AT POSTS OR TO BE SENT THERE BY DIDIR HONG KONG WILL EXAMINE DOCUMENTED CASES PRESENTED BY REFOFFS. CASES WHICH INS APPROVED UNDER IPP-77 BUT WERE NOT INCLUDED IN PROGRAM AT EXHAUSTION OF 7,000 NUMBERS ARE NOW TO BE REGARDED AS INCLUDED AND APPROVED IN IPP-78 UNLESS THEY HAVE BEEN SELECTED BY ANOTHER COUNTRY.

11. IN INDONESIA AND TAIWAN, IPP-78 SHOULD BEGIN AS SOON AS EACH POST ARRANGES WITH DIDIR HONG KONG FOR VISIT BY INS OFFICER FROM EITHER HONG KONG COMPLEMENT OR INS TDY PERSONNEL UNDER OPERATIONAL CONTROL OF DIDIR.

12. BOAT CASE REFUGEES IN MADRAS ARE ELIGIBLE FOR IPP-78. SEPTTEL WILL SET OUT PROCEDURES.

13. FOLLOWING THREE PARAGRAPHS COVER ANY NEW ARRIVALS IN COUNTRIES OF FIRST ASYLUM WHO WERE NOT REGISTERED WITH  
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UNHCR BEFORE FEB 1.

14. NEW ARRIVALS WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S. MAY BE PROCESSED ASAP UNDER IPP-78.

15. IN ADDITION, ANY NEW ARRIVALS IN COUNTRIES WHERE NO THIRD COUNTRY RESETTLEMENT PROGRAMS ARE OPERATING, SUCH AS INDONESIA, JAPAN, HONG KONG, AND TAIWAN, MAY ALSO BE PRO

CESSED FOR IPP-78, PROVIDED THEY HAVE NO CLOSE RELATIVES IN OR SPECIAL TIES WITH OR EXPRESS A PREFERENCE TO GO TO THIRD COUNTRIES. IF ANY OF THESE FACTORS EXIST, HOWEVER, UNHCR REPS SHOULD BRING CASES TO ATTENTION OF THIRD COUNTRIES, PERHAPS THROUGH THEIR EMBASSIES OR VIA UNHCR CHANNELS TO THIRD COUNTRY REPS ELSEWHERE.

16. NEW ARRIVALS, OTHER THAN THOSE WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S., IN COUNTRIES WHERE THIRD COUNTRY PROGRAMS ARE FUNCTIONING, SUCH AS THAILAND AND MALAYSIA, SHOULD NOT BE CONSIDERED FOR IPP-78 UNTIL AFTER THIRD COUNTRIES HAVE HAD FIRST CRACK AT THEM. DEPT. BELIEVES UNHCR REPS SHOULD MAKE DOSSIERS ON ALL NEW ARRIVALS AVAILABLE TO ALL THIRD COUNTRY PROGRAM REPS. POSTS SHOULD REPORT TO DEPARTMENT WHEN THERE IS A BUILDUP OF REFUGEES WHO HAVE NOT BEEN ACCEPTED BY OTHER COUNTRIES AFTER WHAT EACH POST CONSIDERS IS REASONABLE TIME. DEPARTMENT WILL THEN DETERMINE RELATIVE URGENCY OF U.S. ACCEPTING SUCH CASES FROM VARIOUS COUNTRIES, AND WILL REQUEST DIDIR

17. FOLLOWING FOUR PARAGRAPHS APPLY BOTH TO REFUGEES REGISTERED WITH UNHCR REPS BEFORE FEB 1 AND TO NEW ARRIVALS.

18. REFUGEES WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S. MAY BE PROCESSED IMMEDIATELY EVEN IF THEY HAVE BEEN ACCEPTED OR ARE BEING ACTIVELY CONSIDERED BY A THIRD COUNTRY.

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19. IF ANY REFUGEES, OTHER THAN THOSE WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S., ARE ACCEPTED BY A THIRD COUNTRY BEFORE FIRM SPONSORSHIP ASSURANCES ARE RECEIVED FROM THE U.S., THEY WILL BE DROPPED FROM CONSIDERATION FOR IPP-78. THIS WILL APPLY EVEN AFTER THEY HAVE BEEN CLEARED BY INS. ONCE SPONSORSHIP IS VERIFIED, HOWEVER, THEY WILL BE COUNTED FIRMLY IN U.S. PROGRAM, EVEN IF THEY ARE SUBSEQUENTLY ACCEPTED BY A THIRD COUNTRY.

20. IF PRINCIPAL APPLICANT ESCAPES WITH ACCOMPANYING RELATIVES AND IS ACCEPTED BY U.S., CERTAIN ACCOMPANYING RELATIVES CLOSELY RELATED TO PRINCIPAL APPLICANT WILL ALSO BE ACCEPTED WITHOUT REGARD TO THIRD COUNTRY PROGRAM. SUCH CLOSELY RELATED ACCOMPANYING RELATIVES ARE DEFINED AS SPOUSE, PARENT, UNMARRIED SON OR DAUGHTER, UNMARRIED SIBLING, UNMARRIED GRANDCHILD, OR GRANDPARENT. MARRIED SON OR DAUGHTER NOT ACCOMPANIED BY SPOUSE WILL BE CONSIDERED UNMARRIED FOR PURPOSES OF IPP-78.

21. MINORS MAY BE APPROVED UNDER SAME TERMS AS PRESENTED IN STATE 77-269485. WHERE MINOR IS NOT ATTACHED BY RELATIONSHIP TO OR DEPENDENCY ON OTHER REFUGEE FAMILY FROM SAME BOAT, HOWEVER, IN COUNTRIES OF FIRST ASYLUM WHICH HAVE ACTIVE THIRD COUNTRY RESETTLEMENT PROGRAM, MINOR WILL NOT BE CONSIDERED BY U.S. UNTIL AFTER HE HAS BEEN CONSIDERED BY THIRD COUNTRIES. SIMILARLY, IN COUNTRIES WITHOUT THIRD COUNTRY RESETTLEMENT PROGRAMS, MINOR WILL NOT BE CONSIDERED FOR IPP-78 UNTIL UNHCR REP CERTIFIES THAT THERE IS NO LIKELIHOOD OF ANOTHER COUNTRY ACCEPTING THE MINOR THROUGH SPECIAL INTERVENTION OF THE UNHCR REP WITH EMBASSIES OF OTHER COUNTRIES.

22. THE ROLES OF JOINT VOLAG REP, ACVA AND ICEM INIPP-78  
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WILL BE A CONTINUATION OF ACTIVITIES IN SUPPORT OF IPP-77.

23. REPORTING FOR IPP-78 WILL BE SUBJECT OF SEPTTEL.

24. POSTS IN COUNTRIES OF FIRST ASYLUM SHOULD SUPPORT UNHCR AND THIRD COUNTRY EFFORTS TO MAXIMIZE THIRD COUNTRY RESETTLEMENT. KUALA LUMPUR IS EXCELLENT EXAMPLE OF SUCH EFFORTS BY POST.

25. FOR GENEVA: PLEASE INFORM UNHCR OF PROGRAM DESCRIBED ABOVE AND STRESS IMPORTANCE OF UNHCR EFFORTS TO ASSIST RESETTLEMENT BY U.S. AND THIRD COUNTRIES. IN OUR VIEW, UNHCR REPS SHOULD PLAY LEADING ROLE IN ENSURING THAT ALL RESETTLEMENT OPPORTUNITIES ARE FULLY UTILIZED. UNHCR REPS SHOULD MAKE DOSSIERS ON ALL NEW ARRIVALS AVAILABLE TO THIRD COUNTRY PROGRAMS IN COUNTRIES WHERE THEY ARE OPERATING. THE DOSSIERS SHOULD INCLUDE INFORMATION ON WHEREABOUTS OF ANY CLOSE RELATIVE IN THIRD COUNTRY.

26. UNHCR REPS SHOULD ALSO COORDINATE AMONG U.S. AND THIRD COUNTRY REPS TO ENSURE THAT WHEN ANY COUNTRY ACCEPTS A REFUGEE, THAT COUNTRY'S REP WILL INFORM UNHCR REP AND, THROUGH HIM OR DIRECTLY, OTHER COUNTRY REPS. THIS WILL ALLOW OTHER COUNTRIES TO DROP THAT REFUGEE FROM THEIR LISTS OF THOSE APPLYING FOR RESETTLEMENT IN ORDER AVOID UNNECESSARY AND DUPLICATE EFFORT TO RESETTLE HIM.

27. UNHCR OFFICIALS MAY TAKE THE VIEW THAT A REFUGEE SHOULD BE ALLOWED TO CHOOSE COUNTRY IN WHICH HE WISHES RESETTLEMENT, INCLUDING U.S. MOREOVER, SOME COUNTRIES MAY PREFER TO TAKE ONLY THOSE REFUGEES WHO SPECIFICALLY REQUEST RESETTLEMENT THERE. WHILE REFUGEES MAY INDICATE PREFERENCE FOR RESETTLEMENT, U.S. OFFICIALS SHOULD STRESS TO UNHCR AND THIRD COUNTRIES THAT U.S. CANNOT BE EXPECTED TO TAKE ALL THOSE WHO CHOOSE RESETTLEMENT HERE. OUR NUMBERS ARE SIMPLY NOT ADEQUATE, AND WE NEED SIGNIFICANT

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THIRD COUNTRY PARTICIPATION TO OBTAIN CONTINUED CONGRESSIONAL SUPPORT FOR OUR LARGE SHARE OF THE OVERALL PROGRAM. THEREFORE, U.S. WILL NOT CONSIDER BOAT REFUGEES, OTHER THAN THOSE WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S., UNLESS THEY ARE WILLING TO ACCEPT RESETTLEMENT IN ANY THIRD COUNTRY.

28. AS RECOMMENDED IN KUALA LUMPUR 902, GENEVA SHOULD ALSO INFORM UNHCR THAT WE CONSIDERED JAN 31 MEETING IN KUALA LUMPUR UNDER UNHCR AUSPICES WAS VERY USEFUL WAY OF COORDINATING RESETTLEMENT EFFORTS OF THIRD COUNTRIES. WE HOPE SIMILAR COORDINATING MEETINGS CAN BE HELD FAIRLY FREQUENTLY THERE AND ELSEWHERE, AND WOULD URGE THAT ONE BE CONVENED IN BANGKOK SOONEST, SINCE IPP-78 AND NEW CANADIAN PROGRAM HAVE ALREADY BEGUN.

29. GENEVA SHOULD PROVIDE UNHCR RESPONSE TO THESE PROPOSALS ASAP. VANCE

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FOLLOWING REPEAT STATE 038351 ACTION BANGKOK, KUALA LUMPUR, HONG KONG, JAKARTA, SINGAPORE, MANILA, GENEVA, TOKYO, TAIPEI, MADRAS, FUKUOKA, OSAKA KOBE, NAHA, CANBERRA, OTTAWA, WELLINGTON, PARIS AND NEW DELHI FEB 14.

QUOTE: UNCLAS STATE 038351

DEPT AND INS/CO SEND HONG KONG FOR INS DIDIR FELDMAN

E.O. 11652: N/A

TAGS: SREF

SUBJECT: IMPLEMENTATION OF INDOCHINESE PAROLE PROGRAM 1978

REF: STATE 20854

1. SUMMARY. ATTORNEY GENERAL JAN 25 APPROVED PAROLE PROGRAM FOR 7,000 ADDITIONAL INDOCHINESE BOAT REFUGEES (IPP-78). FOLLOWING ARE POLICY AND PROCEDURES FOR IMPLEMENTATION OF PROGRAM. END SUMMARY.

2. POST REPORTS IDENTIFY OVER 5,000 BOAT REFUGEES CURRENTLY UNCLASSIFIED

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WITHOUT RESETTLEMENT NUMBERS IN COUNTRIES OF FIRST ASYLUM IN SOUTHEAST ASIA, AS WELL AS CONTINUING ESCAPE RATE OF BOAT REFUGEES OF ABOUT 1,500 PER MONTH. ASSISTANT SECRETARY DERIAN IN JAN 24 TESTIMONY BEFORE HOUSE SUBCOMMITTEE ON IMMIGRATION ESTIMATED THAT 7,000 U.S. NUMBERS, ALONG WITH CONTINUING RESETTLEMENT TO THIRD COUNTRIES AT A SUBSTANTIAL LEVEL, WOULD BE ADEQUATE TO DEAL WITH BOAT REFUGEE PROBLEM FOR ABOUT THREE MONTHS. WE HOPE THIS WILL GIVE US TIME TO GET CONGRESSIONAL APPROVAL FOR A LONG-TERM INDOCHINESE REFUGEE PROGRAM.

3. AMONG THIRD COUNTRIES, CANADA HAS ESTABLISHED PROGRAM TO TAKE 50 BOAT FAMILIES PER MONTH, AND AUSTRALIA WILL TAKE 250 BOAT PERSONS MONTHLY THROUGH JUNE, PLUS ANOTHER 1,500 THROUGH END OF FEBRUARY. WE PRESUME FRANCE WILL CONTINUE

TAKING AT LEAST 50 BOAT PERSONS OUT OF 1,000 INDOCHINESE ACCEPTED MONTHLY, AND HOPE THEY WILL INCREASE THAT NUMBER. OTHER COUNTRIES MAY ALSO TAKE SOME.

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UNMARRIED GRANDCHILD. WE HAVE FURTHER EXPLAINED TO CONGRESS THAT WE WILL TAKE ANY BOAT REFUGEES WITHIN 7,000 LIMITATION NOT INADMISSIBLE UNDER INA WHO HAVE NOT BEEN

OFFERED RESETTLEMENT ELSEWHERE.

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9. IN MALAYSIA, AN INS OFFICER IS ALREADY ON THE SCENE, AND A SECOND WILL BE ASSIGNED IF REQUESTED. IN THAILAND, INS OFFICERS NOW SCREENING INLAND CAMPS MAY BE DIVERTED TO BOAT CAMPS AS DEEMED NECESSARY. IF REQUESTED BY REF COORDINATOR BARNES AND INS DIDIR FELDMAN, AN ADDITIONAL UNCLASSIFIED

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14. NEW ARRIVALS WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S. MAY BE PROCESSED ASAP UNDER IPP-78.

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CESSED FOR IPP-78, PROVIDED THEY HAVE NO CLOSE RELATIVES IN OR SPECIAL TIES WITH OR EXPRESS A PREFERENCE TO GO TO THIRD COUNTRIES. IF ANY OF THESE FACTORS EXIST, HOWEVER, UNHCR REPS SHOULD BRING CASES TO ATTENTION OF THIRD COUNTRIES, PERHAPS THROUGH THEIR EMBASSIES OR VIA UNHCR  
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20. IF PRINCIPAL APPLICANT ESCAPES WITH ACCOMPANYING RELATIVES AND IS ACCEPTED BY U.S., CERTAIN ACCOMPANYING RELATIVES CLOSELY RELATED TO PRINCIPAL APPLICANT WILL ALSO

BE ACCEPTED WITHOUT REGARD TO THIRD COUNTRY PROGRAM. SUCH CLOSELY RELATED ACCOMPANYING RELATIVES ARE DEFINED AS UNCLASSIFIED

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SPOUSE, PARENT, UNMARRIED SON OR DAUGHTER, UNMARRIED SIBLING, UNMARRIED GRANDCHILD, OR GRANDPARENT. MARRIED SON OR DAUGHTER NOT ACCOMPANIED BY SPOUSE WILL BE CONSIDERED UNMARRIED FOR PURPOSES OF IPP-78.

21. MINORS MAY BE APPROVED UNDER SAME TERMS AS PRESENTED IN STATE 77-269485. WHERE MINOR IS NOT ATTACHED BY RELATIONSHIP TO OR DEPENDENCY ON OTHER REFUGEE FAMILY FROM SAME BOAT, HOWEVER, IN COUNTRIES OF FIRST ASYLUM WHICH HAVE ACTIVE THIRD COUNTRY RESETTLEMENT PROGRAM, MINOR WILL NOT BE CONSIDERED BY U.S. UNTIL AFTER HE HAS BEEN CONSIDERED BY THIRD COUNTRIES. SIMILARLY, IN COUNTRIES WITHOUT THIRD COUNTRY RESETTLEMENT PROGRAMS, MINOR WILL NOT BE CONSIDERED FOR IPP-78 UNTIL UNHCR REP CERTIFIES THAT THERE IS NO LIKELIHOOD OF ANOTHER COUNTRY ACCEPTING THE MINOR THROUGH SPECIAL INTERVENTION OF THE UNHCR REP WITH EMBASSIES OF OTHER COUNTRIES.

22. THE ROLES OF JOINT VOLAG REP, ACVA AND ICEM INIPP-78 WILL BE A CONTINUATION OF ACTIVITIES IN SUPPORT OF IPP-77.

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28. AS RECOMMENDED IN KUALA LUMPUR 902, GENEVA SHOULD ALSO INFORM UNHCR THAT WE CONSIDERED JAN 31 MEETING IN KUALA LUMPUR UNDER UNHCR AUSPICES WAS VERY USEFUL WAY OF COORDINATING RESETTLEMENT EFFORTS OF THIRD COUNTRIES. WE HOPE SIMILAR COORDINATING MEETINGS CAN BE HELD FAIRLY FREQUENTLY THERE AND ELSEWHERE, AND WOULD URGE THAT ONE BE CONVENED IN BANGKOK SOONEST, SINCE IPP-78 AND NEW UNCLASSIFIED

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CANADIAN PROGRAM HAVE ALREADY BEGUN.

29. GENEVA SHOULD PROVIDE UNHCR RESPONSE TO THESE PROPOSALS ASAP. VANCE UNQUOTE VANCE

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ORIGIN HA-05

INFO OCT-01 ISO-00 EA-12 VO-03 INSE-00 /021 R

DRAFTED BY HA/ORM:JBROH-KAHN:CRH

APPROVED BY HA/ORM:SCLOWMAN

EA/RA:FBENNETT

HA/ORM:HBCUSHING

CA/VO:SPATTERSON

INS/CO:TBROBSON

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FOL RPT STATE 038351 ACTION BANGKOK KUALA LUMPUR  
HONG KONG JAKARTA SINGAPORE MANILA GENEVA TOKYO  
TAIPEI MADRAS INFO FUKUOKA OSAKA KOBE NAHA CANBERRA  
OTTAWA WELLINGTON PARIS NEW DELHI 14 FEB 78 QUOTE

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DEPT AND INS/CO SEND HONG KONG FOR INS DIDIR FELDMAN

E.O. 11652: N/A

TAGS: SREF

SUBJECT: IMPLEMENTATION OF INDOCHINESE PAROLE PROGRAM 1978

REF: STATE 20854

1. SUMMARY. ATTORNEY GENERAL JAN 25 APPROVED PAROLE PROGRAM FOR 7,000 ADDITIONAL INDOCHINESE BOAT REFUGEES (IPP-78). FOLLOWING ARE POLICY AND PROCEDURES FOR IMPLEMENTATION. UNCLASSIFIED

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TION OF PROGRAM. END SUMMARY.

2. POST REPORTS IDENTIFY OVER 5,000 BOAT REFUGEES CURRENTLY WITHOUT RESETTLEMENT NUMBERS IN COUNTRIES OF FIRST ASYLUM IN SOUTHEAST ASIA, AS WELL AS CONTINUING ESCAPE RATE OF BOAT REFUGEES OF ABOUT 1,500 PER MONTH. ASSISTANT SECRETARY DERIAN IN JAN 24 TESTIMONY BEFORE HOUSE SUBCOMMITTEE ON IMMIGRATION ESTIMATED THAT 7,000 U.S. NUMBERS, ALONG WITH CONTINUING RESETTLEMENT TO THIRD COUNTRIES AT A SUBSTANTIAL LEVEL, WOULD BE ADEQUATE TO DEAL WITH BOAT REFUGEE PROBLEM FOR ABOUT THREE MONTHS. WE HOPE THIS WILL GIVE US TIME TO GET CONGRESSIONAL APPROVAL FOR A LONG-TERM INDOCHINESE REFUGEE PROGRAM.

3. AMONG THIRD COUNTRIES, CANADA HAS ESTABLISHED PROGRAM TO TAKE 50 BOAT FAMILIES PER MONTH, AND AUSTRALIA WILL TAKE 250 BOAT PERSONS MONTHLY THROUGH JUNE, PLUS ANOTHER 1,500 THROUGH END OF FEBRUARY. WE PRESUME FRANCE WILL CONTINUE TAKING AT LEAST 50 BOAT PERSONS OUT OF 1,000 INDOCHINESE ACCEPTED MONTHLY, AND HOPE THEY WILL INCREASE THAT NUMBER. OTHER COUNTRIES MAY ALSO TAKE SOME.

4. CONGRESSIONAL CONCERN REGARDING IPP-78 AND PREVIOUS INDOCHINESE REFUGEE PROGRAMS FOCUSED IN LARGE PART ON CONTRIBUTIONS OF THIRD COUNTRIES TO RESETTLEMENT. MOREOVER, LIMITATION OF 7,000 U.S. NUMBERS REQUIRES THAT OTHERS DO THEIR PART TO TAKE BOAT REFUGEES OUT OF COUNTRIES OF FIRST ASYLUM IN ORDER TO PRECLUDE BUILDUP WHICH MIGHT LEAD THOSE COUNTRIES AGAIN TO SEND REFUGEE

BOATS BACK TO SEA.

5. WE HAVE INFORMED CONGRESS THAT U.S. POLICY UNDER  
IPP-78 WILL BE NOT TO ACCEPT BOAT REFUGEES OFFERED  
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RESETTLEMENT ELSEWHERE UNLESS THEY ARE A CLOSE RELATIVE  
OF SOMEONE IN U.S. CLOSE RELATIVE IS DEFINED AS SPOUSE,  
PARENT, GRANDPARENT, SON OR DAUGHTER, UNMARRIED SIBLING,  
AND UNMARRIED GRANDCHILD. WE HAVE FURTHER EXPLAINED TO  
CONGRESS THAT WE WILL TAKE ANY BOAT REFUGEES WITHIN  
7,000 LIMITATION NOT INADMISSIBLE UNDER INA WHO HAVE NOT  
BEEN OFFERED RESETTLEMENT ELSEWHERE.

6. TO CARRY OUT THIS POLICY, WE MUST DO OUR BEST TO  
ENSURE THAT BOAT REFUGEES, EXCEPT FOR THOSE WITH CLOSE  
RELATIVES IN U.S., ACCEPT ANY OFFER FOR RESETTLEMENT IN  
A THIRD COUNTRY AND THAT THIRD COUNTRIES ACCEPT AS MANY  
AS POSSIBLE BEFORE WE TAKE THOSE WHO ARE LEFT.

7. REFUGEES, OTHER THAN THOSE WHO ARE CLOSE RELATIVES  
OF SOMEONE IN U.S., WILL THEREFORE NOT BE CONSIDERED FOR  
IPP-78 UNLESS THEY ARE WILLING TO ACCEPT RESETTLEMENT IN  
ANY THIRD COUNTRY BUT HAVE NOT BEEN ACCEPTED.

8. WE MUST MOVE RAPIDLY, HOWEVER, IN CONJUNCTION WITH  
UNHCR AND THIRD COUNTRIES, TO RESOLVE URGENT PROBLEM OF  
BACKLOG OF BOAT CASES. THEREFORE, FOR ALL REFUGEES  
REGISTERED WITH UNHCR REPS BEFORE FEB 1, 1978, IN ANY  
COUNTRY OF FIRST ASYLUM, IPP-78 PROCESSING SHOULD BEGIN  
ASAP WITH DOCUMENTATION, INTERVIEWS, SPONSOR SEARCH, AND  
VERIFICATION. IN DOING SO, HOWEVER, WE SHOULD NOT  
PREEMPT CONSIDERATION BY THIRD COUNTRIES OF REFUGEES  
ALREADY ON THE BEACH AND SHOULD, IN FACT, STRONGLY  
SUPPORT UNHCR AND THIRD COUNTRY EFFORTS TO THIS END.

MOREOVER, ACTUAL MOVEMENT OF REFUGEES UNDER IPP-78 SHOULD  
NOT BEGIN UNTIL POSTS RECEIVE FURTHER INSTRUCTIONS FROM  
DEPT. WE EXPECT TO OBTAIN FUNDS AND AMEND CONTRACTS  
SHORTLY, AND WILL NOTIFY YOU AS SOON AS WE DO SO THAT  
MOVEMENT CAN BEGIN.

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9. IN MALAYSIA, AN INS OFFICER IS ALREADY ON THE SCENE,  
AND A SECOND WILL BE ASSIGNED IF REQUESTED. IN THAILAND,  
INS OFFICERS NOW SCREENING INLAND CAMPS MAY BE DIVERTED  
TO BOAT CAMPS AS DEEMED NECESSARY. IF REQUESTED BY REF  
COORDINATOR BARNES AND INS DIDIR FELDMAN, AN ADDITIONAL  
INS OFFICER WILL BE SENT TDY TO THAILAND.

10. IN THE PHILIPPINES, TOKYO, AND HONG KONG INS OFFICERS AT POSTS OR TO BE SENT THERE BY DIDIR HONG KONG WILL EXAMINE DOCUMENTED CASES PRESENTED BY REFOFFS. CASES WHICH INS APPROVED UNDER IPP-77 BUT WERE NOT INCLUDED IN PROGRAM AT EXHAUSTION OF 7,000 NUMBERS ARE NOW TO BE REGARDED AS INCLUDED AND APPROVED IN IPP-78 UNLESS THEY HAVE BEEN SELECTED BY ANOTHER COUNTRY.

11. IN INDONESIA AND TAIWAN, IPP-78 SHOULD BEGIN AS SOON AS EACH POST ARRANGES WITH DIDIR HONG KONG FOR VISIT BY INS OFFICER FROM EITHER HONG KONG COMPLEMENT OR INS TDY PERSONNEL UNDER OPERATIONAL CONTROL OF DIDIR.

12. BOAT CASES REFUGEES IN MADRAS ARE ELIGIBLE FOR IPP-78. SEPTTEL WILL SET OUT PROCEDURES.

13. FOLLOWING THREE PARAGRAPHS COVER ANY NEW ARRIVALS IN COUNTRIES OF FIRST ASYLUM WHO WERE NOT REGISTERED WITH UNHCR BEFORE FEB 1.

14. NEW ARRIVALS WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S. MAY BE PROCESSED ASAP UNDER IPP-78.

15. IN ADDITION, ANY NEW ARRIVALS IN COUNTRIES WHERE NO THIRD COUNTRY RESETTLEMENT PROGRAMS ARE OPERATING, SUCH AS INDONESIA, JAPAN, HONG KONG, AND TAIWAN, MAY ALSO BE UNCLASSIFIED

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PROCESSED FOR IPP-78, PROVIDED THEY HAVE NO CLOSE RELATIVES IN OR SPECIAL TIES WITH OR EXPRESS A PREFERENCE TO GO TO THIRD COUNTRIES. IF ANY OF THESE FACTORS EXIST, HOWEVER, UNHCR REPS SHOULD BRING CASES TO ATTENTION OF THIRD COUNTRIES, PERHAPS THROUGH THEIR EMBASSIES OR VIA UNHCR CHANNELS TO THIRD COUNTRY REPS ELSEWHERE.

16. NEW ARRIVALS, OTHER THAN THOSE WHO ARE CLOSE RELATIVES SOMEONE IN U.S., IN COUNTRIES WHERE THIRD COUNTRY

PROGRAMS ARE FUNCTIONING, SUCH AS THAILAND AND MALAYSIA, SHOULD NOT BE CONSIDERED FOR IPP-78 UNTIL AFTER THIRD COUNTRIES HAVE HAD FIRST CRACK AT THEM. DEPARTMENT BELIEVES UNHCR REPS SHOULD MAKE DOSSIERS ON ALL NEW ARRIVALS AVAILABLE TO ALL THIRD COUNTRY PROGRAM REPS. POSTS SHOULD REPORT TO DEPARTMENT WHEN THERE IS A BUILDUP OF REFUGEES WHO HAVE NOT BEEN ACCEPTED BY OTHER COUNTRIES AFTER WHAT EACH POST CONSIDERS IS REASONABLE TIME. DEPARTMENT WILL THEN DETERMINE RELATIVE URGENCY OF U.S. ACCEPTING SUCH CASES FROM VARIOUS COUNTRIES, AND WILL REQUEST DIDIR.

17. FOLLOWING FOUR PARAGRAPHS APPLY BOTH TO REFUGEES

REGISTERED WITH UNHCR REPS BEFORE FEB 1 AND TO NEW ARRIVALS.

18. REFUGEES WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S. MAY BE PROCESSED IMMEDIATELY EVEN IF THEY HAVE BEEN ACCEPTED OR ARE BEING ACTIVELY CONSIDERED BY A THIRD COUNTRY.

19. IF ANY REFUGEES, OTHER THAN THOSE WHO ARE CLOSE RELATIVES OF SOMEONE IN U.S., ARE ACCEPTED BY A THIRD COUNTRY BEFORE FIRM SPONSORSHIP ASSURANCES ARE RECEIVED FROM THE U.S., THEY WILL BE DROPPED FROM CONSIDERATION FOR IPP-78. THIS WILL APPLY EVEN AFTER THEY HAVE BEEN CLEARED BY INS.  
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ONCE SPONSORSHIP IS VERIFIED, HOWEVER, THEY WILL BE COUNTED FIRMLY IN U.S. PROGRAM, EVEN IF THEY ARE SUBSEQUENTLY ACCEPTED BY A THIRD COUNTRY.

20. IF PRINCIPAL APPLICANT ESCAPES WITH ACCOMPANYING RELATIVES AND IS ACCEPTED BY U.S., CERTAIN ACCOMPANYING RELATIVES CLOSELY RELATED TO PRINCIPAL APPLICANT WILL ALSO BE ACCEPTED WITHOUT REGARD TO THIRD COUNTRY PROGRAM. SUCH CLOSELY RELATED ACCOMPANYING RELATIVES ARE DEFINED AS SPOUSE, PARENT, UNMARRIED SON OR DAUGHTER, UNMARRIED SIBLING, UNMARRIED GRANDCHILD, OR GRANDPARENT. MARRIED SON OR DAUGHTER NOT ACCOMPANIED BY SPOUSE WILL BE CONSIDERED UNMARRIED FOR PURPOSES OF IPP-78.

21. MINORS MAY BE APPROVED UNDER SAME TERMS AS PRESENTED IN STATE 77 -- 269485. WHERE MINOR IS NOT ATTACHED BY RELATIONSHIP TO OR DEPENDENCY ON OTHER REFUGEE FAMILY FROM SAME BOAT, HOWEVER, IN COUNTRIES OF FIRST ASYLUM WHICH HAVE ACTIVE THIRD COUNTRY RESETTLEMENT PROGRAM, MINOR WILL NOT BE CONSIDERED BY U.S. UNTIL AFTER HE HAS BEEN CONSIDERED BY THIRD COUNTRIES. SIMILARLY, IN COUNTRIES WITHOUT THIRD COUNTRY RESETTLEMENT PROGRAMS, MINOR WILL NOT BE CONSIDERED FOR IPP-78 UNTIL UNHCR REP CERTIFIES THAT

THERE IS NO LIKELIHOOD OF ANOTHER COUNTRY ACCEPTING THE MINOR THROUGH SPECIAL INTERVENTION OF THE UNHCR REP WITH EMBASSIES OF OTHER COUNTRIES.

22. THE ROLES OF JOINT VOLAG REP, ACVA AND ICEM IN IPP-78 WILL BE A CONTINUATION OF ACTIVITIES IN SUPPORT OF IPP-77.

23. REPORTING FOR IPP-78 WILL BE SUBJECT OF SEPTTEL.  
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24. POSTS IN COUNTRIES OF FIRST ASYLUM SHOULD SUPPORT UNHCR AND THIRD COUNTRY EFFORTS TO MAXIMIZE THIRD COUNTRY RESETTLEMENT. KUALA LUMPUR IS EXCELLENT EXAMPLE OF SUCH EFFORTS BY POST.

25. FOR GENEVA: PLEASE INFORM UNHCR OF PROGRAM DESCRIBED ABOVE AND STRESS IMPORTANCE OF UNHCR EFFORTS TO ASSIST RESETTLEMENT BY U.S. AND THIRD COUNTRIES. IN OUR VIEW, UNHCR REPS SHOULD PLAY LEADING ROLE IN ENSURING THAT ALL RESETTLEMENT OPPORTUNITIES ARE FULLY UTILIZED. UNHCR REPS SHOULD MAKE DOSSIERS ON ALL NEW ARRIVALS AVAILABLE TO THIRD COUNTRY PROGRAMS IN COUNTRIES WHERE THEY ARE OPERATING. THE DOSSIERS SHOULD INCLUDE INFORMATION ON WHEREABOUTS OF ANY CLOSE RELATIVE IN THIRD COUNTRY.

26. UNHCR REPS SHOULD ALSO COORDINATE AMONG U.S. AND THIRD COUNTRY REPS TO ENSURE THAT WHEN ANY COUNTRY ACCEPTS A REFUGEE, THAT COUNTRY'S REP WILL INFORM UNHCR REP AND, THROUGH HIM OR DIRECTLY, OTHER COUNTRY REPS. THIS WILL ALLOW OTHER COUNTRIES TO DROP THAT REFUGEE FROM THEIR LISTS OF THOSE APPLYING FOR RESETTLEMENT IN ORDER AVOID UNNECESSARY AND DUPLICATE EFFORT TO RESETTLE HIM.

27. UNHCR OFFICIALS MAY TAKE THE VIEW THAT A REFUGEE SHOULD BE ALLOWED TO CHOOSE COUNTRY IN WHICH HE WISHES RESETTLEMENT, INCLUDING U.S. MOREOVER, SOME COUNTRIES MAY PREFER TO TAKE ONLY THOSE REFUGEES WHO SPECIFICALLY REQUEST RESETTLEMENT THERE. WHILE REFUGEES MAY INDICATE PREFERENCE FOR RESETTLEMENT, U.S. OFFICIALS SHOULD STRESS TO UNHCR AND THIRD COUNTRIES THAT U.S. CANNOT BE EXPECTED TO TAKE ALL THOSE WHO CHOOSE RESETTLEMENT HERE. OUR NUMBERS ARE SIMPLY NOT ADEQUATE, AND WE NEED SIGNIFICANT THIRD COUNTRY PARTICIPATION TO OBTAIN CONTINUED CONGRESSIONAL SUPPORT FOR OUR LARGE SHARE OF THE OVERALL PROGRAM. UNCLASSIFIED

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29. GENEVA SHOULD PROVIDE UNHCR RESPONSE TO THESE



PROPOSALS ASAP. CHRISTOPHER

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